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The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

Commissioner of Civil Service

FOR THE

YEAR ENDING NOVEMBER 30, 1929

DEPARTMENT OF CIVIL SERVICE AND REGISTRATION



The Commonwealth of Massachusetts

COMMISSIONERS OF CIVIL SERVICE

ELLIOT H. GOODWIN, *Commissioner*, Cambridge.
 GEORGE M. HARLOW, *Associate Commissioner*, Boston.
 PATRICK J. McMAHON, *Associate Commissioner*, Westfield.
Executive Secretary, JOHN C. GILBERT, Winchester.
Chief Clerk, PERSIS A. RICHARDSON, Winchester.
Director, Examination Bureau, PERCY A. HARRISON, Somerville.
 OFFICE OF DIVISION OF CIVIL SERVICE, Rooms 147-152, State House, Boston.

LOCAL REPRESENTATIVES OF THE DIVISION OF CIVIL SERVICE

BROCKTON—MARY E. CONNOLLY, City Hall.
 CHICOPEE—CARRIE M. STEBBINS, 356 Springfield Street.
 FALL RIVER—THOS. D. SULLIVAN, 87 East Main Street.
 FITCHBURG—FREDERICK J. MULHERN, Room 8, City Hall.
 GLOUCESTER—CHARLES H. MORROW, M.D.
 HAVERHILL—EDWARD B. SAVAGE, 36 Main Street.
 HOLYOKE—FRANK E. BUTTON, 56 Suffolk Street.
 LAWRENCE—CONCETTA PEREZ, City Hall.
 LOWELL—WARREN W. FOX, Wyman's Exchange.
 MARLBOROUGH—WILLIAM H. MURPHY, Corey Building.
 NEW BEDFORD—WILLIAM J. CARTER, 7 Municipal Building.
 NORTH ADAMS—FRED H. REAGAN, 87 Main Street.
 PITTSFIELD—OSCAR S. READ, 7 North Street (mailing address, P. O. Box 1182).
 SPRINGFIELD—GEORGE H. HUGHES, Court Square Building.
 TAUNTON—HOWARD A. BRIGGS, care of City Treasurer.
 WORCESTER—MRS. ANNIE B. PROULX, Room 7, City Hall.

CIVIL SERVICE LABOR REGISTRATION CLERKS

BROOKLINE—THOMAS J. MORAN, Town Hall.
 CAMBRIDGE—HARRY L. LINCOLN, City Hall.
 EVERETT—FLORENCE L. ROBERTON, City Hall.
 FALL RIVER—CHARLES J. BURKE, City Hall.
 FITCHBURG—FREDERICK J. MULHERN, Room 8, City Hall.
 LOWELL—PATRICK J. REYNOLDS, City Hall.
 LYNN—MARY E. MORAN, City Hall.
 MEDFORD—A. A. LUCEY, City Hall.
 NEW BEDFORD—WILLIAM J. CARTER, 7 Municipal Building.
 NEWTON—ANDREW PRIOR, City Hall.
 REVERE—M. ELIZABETH PERSON, City Hall.
 SOMERVILLE—MRS. FLORENCE A. COOK, City Hall.
 SPRINGFIELD—CORNELIUS W. PHILLIPS, City Hall.
 WALTHAM—LEO J. HINCHEY, City Hall.
 WORCESTER—MRS. ANNIE B. PROULX, Room 7, City Hall.

DEPARTMENT OF CIVIL SERVICE AND REGISTRATION

To the Honorable Senate and House of Representatives in General Court assembled:

In accordance with the provisions of section 30, chapter 31 of the General Laws, I hereby submit the forty-sixth annual report of the Department of Civil Service and Registration, Division of Civil Service, covering the period from December 1, 1928, to November 30, 1929, inclusive.

On January 2, 1929, the Governor reappointed Mr. Patrick J. McMahon of Westfield as Associate Commissioner of Civil Service.

During 1929 the number of applicants who have been notified for civil service examination has been 22,251, as against 17,811 during the previous fiscal year.

IMPROVEMENT IN PHYSICAL EXAMINATIONS

Owing to the criticism made of the physical examinations and strength tests given by the Commission, a Committee of six leading physicians was appointed, consisting of Dr. George H. Bigelow, State Commissioner of Public Health, Dr. Alfred Worcester of Harvard University, Dr. Frank P. Williams, State Surgeon-General, Dr. Roger I. Lee, Dr. Francis D. Donoghue, Medical Advisor to the State Department of Industrial Accidents, and Dr. Richard T. Leader, Regional Medical Officer of the United States Veterans' Bureau. All of these gentlemen responded to this invitation, made a thorough study of the existing system, and submitted recommendations for changes, which the Commission has been glad to adopt. Strength tests have been eliminated in all promotional examinations and the medical parts of the test have been made much more thorough than they were previously.

PHYSICAL EXAMINATION OF LABORERS

In Boston, Cambridge, and Worcester, the Commission has for years conducted physical examinations for laborers, but, in spite of requests, it has not previously felt equipped, even though requested to do so, to extend the system to other cities. During the past year the physical examination has been extended to every city in the State in which the Commission conducts registration of laborers. The nature of examination was exactly the same as that previously used in Boston, Cambridge, and Worcester, but later on in the year the tests for all cities were somewhat modified. The change is an important one. Heretofore, civil service for laborers, outside of Boston, Cambridge, and Worcester, meant merely that the Commission looked up their records and certificates and placed men on the list in the order in which they applied, requiring appointing officers to confine their appointments to such lists, without making any attempt to ascertain whether the applicants were physically able to perform the labor or not.

PROMOTION IN THE STATE SERVICE BY COMPETITIVE EXAMINATION

The attention of the Commission was called to the large number of junior clerks in the departments in the State service who, because of their situation in some particular office, division or bureau, stood little chance for promotion, regardless of efficiency, unless the person immediately ahead of them in the same division resigned, was removed, or died. The suggestion was made that the Commission should examine junior clerks who wished to offer themselves for promotion to senior clerk and place them on lists for this purpose. The suggestion was an excellent one and has been carried out. Those who pass the examination are entered on two lists; first, the State-wide list and, second, a list for the particular department, and, as opportunities for promotion to senior clerk are offered, certifications are made from one or the other list, as the appointing officer may request.

INVESTIGATION OF CONDITIONS IN THE CIVIL SERVICE

The Commission requested, at the last session of the Legislature, an appropriation of \$10,000 to conduct investigations under Sections 33 and 34 of the civil service law in regard to conditions existing in the civil service throughout the State, the cities and towns that come under the jurisdiction of the law. The Legislature granted \$5,000, and immediately a small bureau of investigation was set up, with a chief inspector and a number of assistants. The complete service of ten cities has been investigated by this division, many irregularities have been straightened out and illegal appointments uncovered. Such investigation is a necessary part of enforcement of the law when it is considered that one Commission has jurisdiction over the State, 39 cities and 55 towns. It is wholly unfair to those who, in good faith, make application and undergo examination for positions in the public service that illegal appointments and irregularities, which block their chance of appointment, should be allowed to continue simply because the Commission has not been equipped to discover them. The appropriation for investigations in previous years has been \$1,000.

The crying needs of the Commission at the present time are more adequate quarters in which to conduct its work, and increased appropriation. The present quarters are not only badly overcrowded but, as regards rooms for examinations and physical and mental tests, are ill-suited for the purpose. An increased appropriation for the coming year has been asked in the estimates submitted to the Budget Commissioner, accompanied by a memorandum explaining the proposed use of the increased fund.

EXTENSIONS OF CIVIL SERVICE

The Civil Service Law provides that the labor service of any city in the Commonwealth shall be made subject to the rules when the number of inhabitants exceeds 100,000. The attention of this Commission was called to the fact that Springfield had passed this number and steps were taken to bring about the classification. Several conferences were held with the Mayor and the heads of different departments involved, a classification was effected and put into operation on September 16. This action brought within the classification approximately 1,528 laborers, extending to them the protection of the civil service and providing for the certification for employment of competent men after investigation and physical examination.

The Legislature passed acts during the year placing under civil service the following-named positions: assistants in the Election Department of the City of Boston, the superintendent of buildings and inspector of buildings in the City of Cambridge, the superintendent of buildings and inspector of buildings in the City of Chelsea, the chief of the Fire Department of North Adams, police officers and chief of police of the town of Rockport.

Provision was also made for the classification of janitors of school buildings in towns of over 12,000 inhabitants by the acceptance of section four of Chapter 31 of the General Laws.

LEGISLATIVE PROPOSALS

I. Age, Height and Weight Limitations

By amendment of section 4 of chapter 31 of the General Laws approved April 4, 1924, power to fix by rules of the Civil Service Commission, approved by the Governor and Council, age, height, and limitations for applicants for police and fire departments was taken away. Power to fix height and weight was lodged in the city council or selectmen, and it was further stated that no rule should prescribe a maximum age limit for applicants for positions in police or fire departments lower than thirty-five years.

Age, height and weight limitations are qualifications for positions, which, like other qualifications, mental and physical, should be fixed by the civil service authorities of the State. Moreover, they should not be matters of legislation, but should be subject to variation in emergencies without requiring the lengthy process of amendment by the Legislature. Thus, during the World War and immediately following the police strike these preliminary requirements had to be lowered in order to provide a sufficient number of eligibles to meet the requirements of the service.

Since this amendment was adopted in 1924 the Rules have fixed the maximum age limit at thirty-five except in cities where no pension provision is in force, where the maximum limit is forty. The minimum age limit in the principal cities is twenty-five and in smaller cities twenty-one.

The objection to these provisions is not merely their lack of flexibility, but, further, that they do not prescribe the admission of men at the maximum of their physical ability, and that they unduly curtail the period of active service and thus increase the charge on the pension provision. The minimum age limit under present conditions should be the same as in New York City, where it is fixed at twenty-one, and the maximum also should follow the New York rule of twenty-nine. It is well known that athletes, professional and amateur, reach their highest development while in the twenties and deteriorate after thirty. The higher age limit maintained in Massachusetts means, further, that those who by examination from grade

to grade reach their higher official positions are usually over age, past their prime and no longer fitted actively to lead the force. Moreover, when they reach the highest positions they are generally about to be retired in the course of the next few years.

The relation of height to weight and to chest expansion and mobility has been carefully worked out in tables by competent physicians and physical trainers, and should be observed by the Civil Service Commission in judging the qualifications of applicants. Nowhere, in my opinion, have they been better worked out and more successfully used than in admission to the police and fire departments of New York City.

II. Duties and Liabilities of Public Officials

The Civil Service Law of Massachusetts is below the standard of other civil service laws in its failure to prescribe the duties and liabilities of appointing officials. The law should contain a forthright requirement to comply with the law and the rules made thereunder and to aid in carrying them into effect. In order to insure the performance of this duty a person appointed in violation of law and rules should be given a right of action against the officer or officers responsible for such illegal employment for the compensation agreed upon for any services performed under such appointment, with the added provision that no public officer shall be reimbursed by the State or any of its several divisions for any sums so paid or recovered in any such action.

The bill to carry this into effect is taken bodily from section 8 of the Civil Service Law of New York.

EXAMINATIONS AND APPOINTMENTS: OFFICIAL SERVICE

Class	NAME OF POSITION	NUMBER OF EXAMINATIONS		Number of Applicants notified	NUMBER EXAMINED		NUMBER PASSED		NUMBER OF PERSONS APPOINTED										
		General Com- petitive	Non- Com- petitive		Males	Females	Males	Females	VETERANS		DISABLED VETERANS	CIVILIANS		Total					
									Males	Females		Males	Females		Males	Females			
1	Superintendent:																		
	State	2	1	986	33	776	20	370	-	1	-	3	1	5					
	Boston	3	3	49	41	1	18	-	3	-	-	-	-	3					
1	Other Cities	10	9	55	38	15	15	8	-	2	-	11	3	16					
	Superintendent (promotion):																		
	State	3	2	51	48	-	34	-	-	-	-	*2	-	2					
2	Boston	2	-	15	10	-	10	-	-	-	-	*10	-	10					
	Other Cities	3	-	19	11	7	7	4	-	-	-	*1	-	1					
	Secretary:																		
2	Other Cities	-	1	1	-	-	1	-	-	-	-	1	-	1					
	Secretary (promotion):																		
	Boston	-	1	1	1	-	1	-	-	-	-	*1	-	1					
3	Clerk:																		
	State	5	33	2,291	501	1,358	201	483	1	8	-	51	196	256					
	Boston	5	10	941	347	419	130	137	-	16	-	46	66	128					
3	Other Cities	21	14	1,020	258	607	79	224	2	4	-	18	133	157					
	Clerk (promotion):																		
	State	2	1	356	10	307	10	304	-	-	-	*1	5	6					
4	Bookkeeper, Accountant, etc.:																		
	State	2	-	217	126	38	43	25	-	1	-	1	-	2					
	Boston	-	-	-	-	-	-	-	-	-	-	2	-	2					
4	Other Cities	4	-	25	13	8	4	6	-	-	-	1	4	5					
	Paymaster, Assistant City Auditor (Promotion):																		
	Boston	-	2	2	2	-	2	-	-	-	-	*1	-	1					
5	Storekeeper:																		
	State	1	-	60	47	-	16	-	-	1	-	4	-	6					
	Boston	1	-	56	41	-	6	-	-	2	-	-	-	2					
6	Other Cities	-	-	-	-	-	-	-	-	1	-	1	-	2					
	Sealer of Weights and Measures:																		
	Other Cities	5	-	17	10	-	1	-	-	2	-	-	-	2					

[illegible]

OFFICIAL SERVICE—Continued

Class	NAME OF POSITION	NUMBER OF EXAMINATIONS		Number of Applicants notified	NUMBER EXAMINED		NUMBER PASSED		NUMBER OF PERSONS APPOINTED					
									VETERANS		DISABLED	CIVILIANS		TOTAL
		General Con- petitive	Non- Com- petitive		Males	Females	Males	Females	Males	Females		Males	Females	
15	Policeman (promotion):	17	—	265	248	—	141	—	—	—	—	*51	—	51
16	Other Cities													
16	Metropolitan District Commis- sion policeman:	1	—	56	47	—	4	—	1	—	—	7	—	8
16	Metropolitan District Police- man (promotion):	3	—	64	63	—	48	—	—	—	—	*5	—	5
17	Watchman:													
	State	2	14	323	309	—	90	—	17	—	—	40	—	57
	Boston	2	1	94	73	—	34	—	12	—	—	12	—	24
	Other Cities	4	5	93	80	—	29	—	5	—	—	9	—	14
17	Matron:													
	Boston	1	1	25	—	17	—	3	—	—	—	4	—	4
	Other Cities	2	—	89	—	78	—	18	—	—	—	—	7	7
18	Ambulance Chauffeur:													
	Boston	1	—	156	138	—	31	—	5	—	—	2	—	7
	Other Cities	—	1	1	1	—	1	—	—	—	—	1	—	1
19	Attendance Officer:													
	Boston	—	—	—	—	—	—	—	1	1	—	—	—	2
	Other Cities	2	—	15	14	—	5	—	1	—	—	—	—	1
20	Fireman:													
	Boston	1	—	379	301	—	54	—	84	—	—	—	—	84
20	Fireman (promotion):													
	Boston	4	—	389	370	—	172	—	—	—	—	*72	—	72
21	Fireman:													
	Other Cities	5	5	1,299	1,048	—	263	—	162	—	—	122	—	284
21	Fireman (promotion):													
	Other Cities	21	—	372	361	—	223	—	—	—	—	*75	—	75

[illegible]

OFFICIAL SERVICE—*Concluded*

Class	NAME OF POSITION	NUMBER OF EXAMINATIONS		Number of Applicants notified	NUMBER EXAMINED		NUMBER PASSED		NUMBER OF PERSONS APPOINTED					Total	
		General Competitive	Non-Competitive		Males	Females	Males	Females	VETERANS		DISABLED	CIVILIANS			
									Males	Females		Males	Females		
30	Quartermaster: Boston	1	—	19	13	—	5	—	—	—	—	—	—	—	—
31	Dictian: State	1	12	15	—	14	—	13	—	—	—	—	11	4	11
32	Boston	—	2	2	—	2	—	2	—	—	—	—	4	—	4
	Other Cities	—	4	4	—	4	—	1	—	—	—	—	1	—	1
33	Physician, Dentist, Bacteriologist, Psychologist, etc.:														
	State	2	6	42	28	6	7	3	1	—	—	—	—	—	7
	Boston	2	—	108	42	59	23	40	7	—	—	—	5	—	12
	Other Cities	8	6	51	32	17	19	8	13	—	—	—	2	—	19
34	Fish and Game Warden:														
	State	1	—	73	58	—	7	—	4	—	—	—	6	—	10
35	Chemist and Pharmacist:														
	State	4	2	39	28	7	8	2	1	—	—	—	3	4	8
	Boston	1	1	3	3	—	2	—	—	—	—	—	7	—	7
	Other Cities	1	—	3	3	—	1	—	—	—	—	—	1	—	1
35	Nurse:														
	State	1	1	26	—	20	—	10	—	—	—	—	—	1	1
	Boston	2	6	50	1	45	—	19	—	—	—	—	20	21	21
	Other Cities	4	2	94	—	82	—	28	—	—	—	—	22	—	23

SUMMARY OF OFFICIAL SERVICE

Commonwealth service	71	264	9,178	4,275	3,548	1,308	1,702	94	5	331	396	826
Boston service	55	35	5,599	3,889	876	1,155	328	276	2	454	139	875
Cities other than Boston, and towns	180	89	7,474	5,065	1,322	1,652	517	358	4	695	297	1,355
Totals	306	388	22,251	13,229	5,746	4,115	2,547	728	11	1,480	832	3,056
Grand Totals	694		18,975			6,662		744		2,312		

* Includes veterans, as well as civilians. Veterans' preference does not apply in promotion.

LABOR SERVICE

	Number Registered	NUMBER APPOINTED				Total
		Veterans		Civilians		
		Male	Female	Male	Female	
Commonwealth	4,752	250	—	150	16	416
Boston	8,429	626	—	706	635	1,967
Brookline	270	20	—	93	13	126
Cambridge	967	58	—	98	32	188
Everett	404	40	—	92	5	137
Fall River	961	1	—	28	32	61
Fitchburg	219	30	—	54	—	84
Lowell	1,353	79	—	87	17	183
Lynn	327	27	—	40	16	83
Medford	383	19	—	82	10	111
New Bedford	669	26	—	14	7	47
Newton	459	29	—	104	4	137
Revere	181	9	—	62	—	71
Somerville	475	35	—	49	11	95
Springfield†	272	4	—	17	13	34
Waltham	332	55	—	101	1	157
Worcester	1,553	121	—	373	140	634
Totals	22,006	1,429		2,150	952	4,531*

* Includes 1,290 appointed under general authority.

† Labor service classified September 16, 1929.

Number of Present Employees Classified under Civil Service Rules

<i>Jurisdiction</i>	<i>Official Service</i>	<i>Labor Service</i>	<i>Total</i>
Commonwealth	5,087	703	5,790
<i>Cities</i>			
Attleboro	132	—	132
Beverly	241	—	241
Boston	7,748	4,725	12,473
Brockton	414	—	414
Cambridge	877	907	1,784
Chelsea	271	—	271
Chicopee	275	—	275
Everett	290	107	397
Fall River	849	568	1,417
Fitchburg	269	226	495
Gardner	130	—	130
Gloucester	218	—	218
Haverhill	322	—	322
Holyoke	474	—	474
Lawrence	529	—	529
Leominster	120	—	120
Lowell	757	629	1,386
Lynn	577	465	1,042
Malden	292	—	292
Marlborough	137	—	137
Medford	283	284	567
Melrose	125	—	125
New Bedford	1,001	611	1,612
Newburyport	114	—	114
Newton	459	532	991
North Adams	111	—	111
Northampton	139	—	139
Peabody	189	—	189
Pittsfield	214	—	214
Quincy	374	—	374

Number of Present Employees Classified under Civil Service Rules—Continued

<i>Jurisdiction</i>	<i>Official Service</i>	<i>Labor Service</i>	<i>Total</i>
<i>Cities—Continued</i>			
Revere	192	81	273
Salem	269	—	269
Somerville	468	276	744
Springfield	1,197	1,430	2,627
Taunton	296	—	296
Waltham	260	213	473
Westfield	142	—	142
Woburn	108	—	108
Worcester	1,336	1,434	2,770

Towns

Adams	2	—	2
Amesbury	1	—	1
Amherst	1	—	1
Arlington	66	—	66
Athol	6	—	6
Belmont	64	—	64
Billerica	5	—	5
Braintree	18	—	18
Bridgewater	—	—	—
Brookline	407	366	773
Canton	32	—	32
Clinton	49	—	49
Cohasset	13	—	13
Concord	—	—	—
Dalton	3	—	3
Danvers	14	—	14
Dedham	48	—	48
Easthampton	33	—	33
Easton	2	—	2
Framingham	69	—	69
Great Barrington	19	—	19
Greenfield	13	—	13
Hardwick	—	—	—
Hudson	36	—	36
Hull	—	—	—
Lexington	13	—	13
Longmeadow	—	—	—
Manchester	7	—	7
Marion	—	—	—
Maynard	5	—	5
Methuen	46	—	46
Middleborough	—	—	—
Milford	14	—	14
Milton	66	—	66
Nahant	7	—	7
Natick	39	—	39
Needham	12	—	12
North Andover	32	—	32
North Attleborough	—	—	—
Northbridge	1	—	1
Norwood	34	—	34
Orange	2	—	2
Palmer	2	—	2
Plymouth	27	—	27
Randolph	2	—	2
Reading	14	—	14
Saugus	25	—	25
Shrewsbury	5	—	5
Southbridge	2	—	2
Stoneham	12	—	12
Stoughton	11	—	11
Swampscott	31	—	31
Wakefield	19	—	19
Walpole	8	—	8

Number of Present Employees Classified under Civil Service Rules—Concluded			
Jurisdiction	Official Service	Labor Service	Total
Towns—Continued			
Ware	5	—	5
Wareham	—	—	—
Watertown	89	—	89
Webster	1	—	1
Wellesley	40	—	40
West Springfield	45	—	45
Weymouth	38	—	38
Winchendon	6	—	6
Winchester	35	—	35
Winthrop	62	—	62
	28,944	13,557	42,501

PHYSICAL EXAMINATIONS

Official Service			
Number examined	4,141		
Disabled veterans examined	10		
Number re-examined	496		
Total			4,647
Number rejected	1,150		
Labor Service			
Number examined			5,559
Number rejected	1,145		
TOTAL PHYSICAL EXAMINATIONS			10,206
TOTAL REJECTIONS			2,295

Practical Tests—Labor Service		Examined	Failed
Gardeners, Gardening Laborers		123	83
General Maintenance Men		24	16
Lifeguards		95	60
Pavers		18	5
Police Signal Operators and Repairmen		59	56
Scythemen		310	234
Teamsters		215	35
Tree Climbers		11	6

Respectfully submitted,
ELLIOT H. GOODWIN,
Commissioner of Civil Service.

